

Commonwealth of Massachusetts

**Executive Office of Public Safety
Programs Division**



**Disproportionate Minority Confinement
Challenge Grant
For
Community Alternatives to Incarceration
Aftercare Services
Alternatives to Suspension and Expulsion**

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Commonwealth of Massachusetts

Executive Office of Public Safety

Challenge Grant Fact Sheet

What: The purpose for this Juvenile Justice and Delinquency Prevention Act (JJDP) Challenge grant Request for Response (RFR) is to solicit applications from eligible parties who are interested in developing programs that address Disproportionate Minority Confinement (DMC) within the Commonwealth of Massachusetts. The grant will focus on activities C (Alternatives to Incarceration), H (Alternatives to Suspension and Expulsion), and I (Increased Aftercare Services).

Funding Agency: The Executive Office of Public Safety (EOPS) Programs Division, in conjunction with the Governor's Juvenile Justice Advisory Committee (JJAC).

Award Amount: A total of \$169,000 has been set aside for these Challenge Activities. There is a maximum obligation of \$140,300 per Challenge Activity. There is no match required for this grant.

Eligible Parties: One or more communities within the eleven targeted cities will be chosen to receive these funds. These cities include Boston, Fall River, New Bedford, Brockton, Lawrence, Lynn, Lowell, Pittsfield, Springfield, Holyoke, and Worcester. All communities within these cities are eligible to apply. An application may include one, two, or all three of the specified Challenge Activities. According to Challenge program guidelines, both public and private agencies may apply.

Project Period: Funding for the program(s) will begin on July 1, 2001, and end on June 30, 2002, with the potential for an additional twelve months of funding.

Application Deadline and Submission Requirements: All applications are due to the Executive Office of Public Safety Programs Division no later than 5:00 PM on Friday, March 9, 2001. Potential applicants must also submit a Notice of Intent to the Executive Office of Public Safety Programs Division no later than 5:00 PM on Friday, February 23, 2001.

Review Process: The JJAC's DMC Subcommittee will review and score all applications received by the due date. The DMC Subcommittee will make funding recommendations by April 9, 2001. Follow-up with applicants will occur after the due date, if necessary. The full JJAC will vote on final funding recommendations on May 1, 2001. Award notification will be made by May 8, 2001.

Contact: If questions, please contact Amy Dickert, Juvenile Justice Program Coordinator, at 617-727-6300 x25337 or amy.dickert@eps.state.ma.us.

Purpose

In 1992, Congress enacted the State Challenge Activities Program under Title II, Part E of the Juvenile Justice and Delinquency Prevention Act (JJDP) of 1974. The purpose of Part E is to provide incentives for States participating in Formula Grants Programs to develop, adopt, and improve policies and programs in 1 or more of the 10 specified Challenge activities.

The ten State Challenge Activities include:

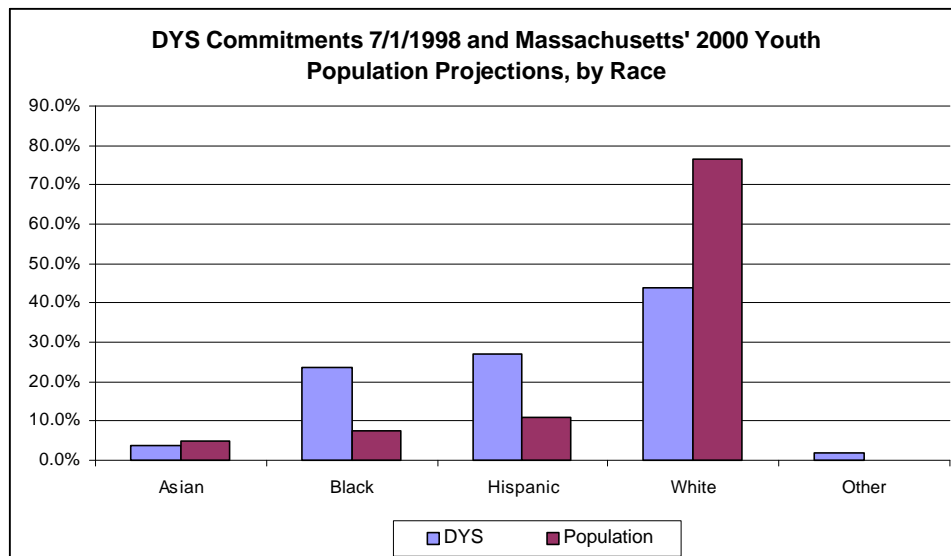
- Basic system services
- Access to Counsel
- Community-Based Alternatives to Incarceration
- Violent Juvenile Offender Facilities
- Gender Bias Policies and Programs
- State Ombudsman
- Deinstitutionalization of Status Offenders and Nonoffenders
- Alternatives to Suspension and Expulsion
- Aftercare Services
- State Agency Coordination and a Case Review System

During the 1988 Reauthorization of the JJDP Act, Congress required that States address minority overrepresentation in their State plans. This condition was in response to recommendations and information provided to the Committee on Education and Labor which stated that Hispanic male juveniles are confined at a rate of 2.6 times that of white male juveniles. The number for black youth was even higher with a ratio of four to one. Between 1977 and 1983, the arrest rate for minority youths was declining. However, the number of minority juveniles who were confined at this time had increased by 26%. Studies conducted throughout the United States have shown that overrepresentation of minority youth in secure facilities exists throughout the country.

In accordance with the Office of Juvenile Justice and Delinquency Prevention OJJDP regulations, all states are mandated to assess and address disproportionate minority confinement (DMC) in their juvenile justice systems. The state must conduct research in order to determine whether or not a problem of overrepresentation of minority youth in secure facilities and the juvenile justice system exists. If it is determined that a problem does exist, then a Phase Two State Strategy must be prepared. This strategy must include a comprehensive assessment of the reasons for disproportionate minority confinement (DMC), and plans for improving prevention, diversion, and nonsecure detention and corrections programs in areas where minority youth reside, conducting outreach to community-based organizations that serve minority youth, and providing reintegration programs for youth previously confined in state or local facilities so as to reduce the likelihood of recidivism. The ultimate goal is for each state to improve the juvenile justice and youth services system by creating a community-based service system that provides services for all youth equally and which are available to all youth regardless of race or ethnic background.

Addressing minority overrepresentation is one of the core requirements of the JJDP Act. States failing to meet the disproportionate minority confinement (DMC) plan requirement are ineligible to receive 25 percent of their annual formula grant allocation. Not only is it important to address DMC in order to create a more fair and equal juvenile justice system, but this issue must be addressed in order to continue to receive adequate amounts of funding.

Although there is evidence that minority overrepresentation exists at the national level, data also illustrates the presence of minority overrepresentation within the Commonwealth of Massachusetts. In 1998, the Massachusetts Department of Youth Services reported a total of 56 percent of those youths committed were minorities. Hispanic youth accounted for the largest percentage of the minority population (27%), while African Americans composed 24 percent of the population.



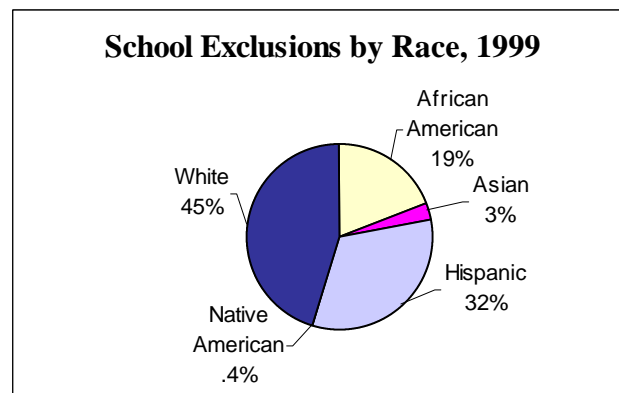
Source: Massachusetts Department of Youth Services, 1998; US Census Bureau, 1999

In order to demonstrate how immense these percentages are, it is important to compare them to the percentage of minorities within the overall population of the Commonwealth. According to U.S. Census Bureau population projections for the year 2000, 7.3 percent of all youth are projected to be African-American, while 10.8 percent are Hispanic, 5 percent are Asian, and .2 percent are Native American. Although these numbers were not reported the same year as the DYS information on committed youth, they help to demonstrate the large amount of minority juveniles who are committed, calling for a need to alternatives to incarceration for minority youth.

These minority youth who have been confined also have a higher rate of recidivism upon release. It has been reported that recidivism rates are very high, especially among juvenile offenders who have been transferred from secure confinement to the community. The percentages above prove that many of these juveniles are from minority groups. In order to reduce their chances of recidivism and to assist them in reintegration back into the community, effective aftercare programs are essential.

Without them, it is difficult for a youth to make the transition from confinement to the community.

Studies have found many minority youths have been expelled or suspended from school. According to the Massachusetts Department of Education, during the 1998-1999 school year, the number of minority students, which makes up 23% of the student population in Massachusetts, comprises 55% of all exclusions. Keeping these minority students out of the classroom could increase their likelihood of participating in criminal activity, which would escalate their involvement with the juvenile justice system.



Source: Massachusetts Department of Education, 2000

Background

In September 1997, Charles F. Kaufmann, Research Associate for the Executive Office of Public Safety (EOPS) Programs Division Statistical Analysis Center, produced a study using data collected during 1995. Kaufmann's report, *Disproportionate Minority Confinement in Massachusetts*, found that overrepresentation of minorities exists throughout the Commonwealth's juvenile justice system. According to this study, overrepresentation begins at the point of arrest and continues throughout the juvenile justice system. The report goes on to state that, "African-American juveniles, and to a lesser extent Latino/Hispanic juveniles, are consistently overrepresented in the Massachusetts juvenile justice system."

In order to address the issue of minority overrepresentation within Massachusetts, members of the Governor's Juvenile Justice Advisory Committee (JJAC) have created a special subcommittee to focus solely on the issue of DMC. Last year the Executive Office of Public Safety (EOPS) requested and received intensive technical assistance (ITA) from OJJDP. In addition, EOPS has appointed a DMC Program Coordinator who will be responsible for the implementation of the Commonwealth's DMC action plan. This includes participating with the intensive technical assistance providers and the DMC Subcommittee. Any program that receives funding through this grant will receive assistance from the DMC Subcommittee, the DMC Program Coordinator, and the OJJDP ITA providers.

Three Challenge activities have been chosen by the DMC Subcommittee to address Disproportionate Minority Confinement (DMC) within the Commonwealth of Massachusetts. The purpose of this Request for Response (RFR) is to solicit applications from eligible parties for funding under the JJDPa Challenge grant program. **A total of \$169,000 has been set aside for Challenge Activities C, H and/or I, to support a pilot program to address DMC within one or more of the eleven targeted cities. (See ‘Eligibility’) It should be noted that these monies can support one, two or all three of the proposed Challenge Activities.**

Activity C: Alternatives to Incarceration

Increasing community-based alternatives to incarceration by establishing programs (such as expanded use of probation, mediation, restitution, community service, treatment, home detention, intensive supervision, and electronic monitoring) and developing and adopting a set of objective criteria for the appropriate placement of juveniles in detention and secure confinement.

One example of an alternative to incarceration is the use of community service. These programs allow the juvenile to perform a predetermined number of hours of service to the community in exchange for being able to remain within society. These types of programs are extremely beneficial not only because the juvenile is able to avoid incarceration, but also because he/she is able to connect with individuals from their own neighborhood who can serve as role-models and/or mentors. In addition, the community is provided the opportunity to take an active role in improving the juvenile justice system.

Another example of a community-based alternative to incarceration is the use of home detention programs. Home detention programs permit youth to reside in their homes pending their appearance in court. They meet with home detention caseworkers daily. This allows youth to remain in their own or a surrogate home during the court process, but provides them with the supervision or assistance they might require in order to insure their court appearance.

Activity H: Alternatives to Suspension and Expulsion from School

Developing and adopting policies and programs designed to serve as alternatives to suspension and expulsion from school.

When a juvenile is not in school, they are provided a greater opportunity to participate in criminal activity. There must be efforts made to help schools find alternatives to suspension and expulsion. Keeping the students in a classroom setting helps them to maintain stability and structure within the juvenile’s life, reducing their chances of becoming involved with the juvenile justice system.

An example of a program that offers alternatives to students who have been suspended from school is the Forest Lake Area Youth Services Bureau Suspension Program. This program, which operates in Forest Lake, MN, provides a supervised and structured environment for students during suspension, which prevents further problems that could occur while a student is out of school. The students and families can receive

additional services, such as individual and/or family counseling through the Youth Services Bureau. If necessary, youths and their families may also be referred to outside agencies for appropriate services.

Students are referred to the program by the school administration. The student, and in many cases the parent as well, first meets with an outreach worker in order to set up a “Plan for Action.” The “Plan for Action” sets goals for the student and helps the outreach worker to monitor the student’s success in the program. During their suspension period, students report to the Youth Services Bureau during school hours and are expected to work on school assignments, read books, or work on activities arranged by staff. They also complete daily evaluations of their progress, which are submitted to their school when they return.

Activity I: Aftercare Services

Increasing aftercare services for juveniles involved in the justice system by establishing programs and developing and adopting policies to provide comprehensive health, education, and vocational services and services that preserve and strengthen the families of such juveniles.

Providing aftercare services to juveniles who have been incarcerated will help to decrease the likelihood that they will repeat the illegal behavior. These programs can focus on issues such as education, vocational services, mental health services, and services geared toward strengthening the family. Providing services to these individuals will help them to reintegrate back into society and reduce their chances of recidivism.

One example of a program that works in assisting individuals who have been incarcerated to reintegrate back into society is the Stayfree Program, based out of the Kingswood Community center in Delaware. This community agency works with juveniles and their families at both the front and back ends of the juvenile justice system. One activity offered by this program helps young black males develop stronger personal identities by teaching them about their heritage and connecting them with positive role models and mentors.

Eligibility

The eleven targeted cities are the selected areas for implementing pilot program(s) that will impact DMC and satisfy Challenge Activities C, H and/or I. These cities, which represent twenty-five percent (25%) of the population in the Commonwealth, have been identified by the Executive Office of Health and Human Services (EOHHS) as having the highest rate of juvenile delinquency within Massachusetts. The cities of Boston, Fall River, New Bedford, Brockton, Lawrence, Lynn, Lowell, Pittsfield, Springfield, Holyoke, and Worcester make up these eleven cities.

The risk factors associated with these communities include lack of supervision, lack of access to adequate health care, substance abuse, domestic violence, child abuse, and truancy. Currently, the Targeted Cities Initiative works to implement strategies to

increase the likelihood that a child is equipped to become a healthy, productive individual. Programs that focus on the three Challenge Activities discussed above will enhance the services provided by the Targeted Cities Initiative. Not only will these kinds of programs play a role in reducing recidivism among delinquent youth, but through Challenge Activity H, they could also help to keep many youth living within these cities from initially becoming involved with the juvenile justice system.

Goals/Objectives

- To establish a program and/or policy for addressing the needs of troubled and at risk minority youth within the eleven targeted cities in a coordinated and comprehensive manner.
- To collect comprehensive, race-related data to determine the program's impact on DMC in the juvenile justice system. This information is necessary in order to evaluate the program(s) in reducing disproportionate minority confinement. The subgrantee will be responsible for providing ongoing evaluation results of project activities.
- To gather support from community residents to be active participants in efforts to reduce the overrepresentation of minority youth in the juvenile justice system.

Performance Expectations

As mentioned above, proposals for this grant can incorporate one, two, or all three of Challenge Activities C, H, and I. The programs will target the at-risk youth and families living in one or more of the eleven targeted cities for the purpose of improving the juvenile justice system and reducing DMC. The programs chosen to receive funding must justify how their proposal will positively effect DMC. Race related data should be included in the proposal and in all quarterly reports submitted to EOPS. The purpose of this data is to provide evidence that the program is creating a positive impact on DMC. Although the program(s) can be utilized on any juvenile, the majority of juveniles who are receiving the services should be from a minority background, based on the applicant's statement of need.

EOPS staff will be able to provide programmatic, evaluation, and/or financial technical assistance to any funded program. In addition, as mentioned above, the Commonwealth has requested and received Intensive Technical Assistance (ITA) from the Office of Juvenile Justice and Delinquency Prevention. The project period will be for 12 months, with the opportunity to apply for continuation funds for an additional 12 months.

It should be noted that the purpose of these Challenge funds is to assist with the establishment of program(s) that address DMC. After the award period has ended, it is

the responsibility of the program(s) to find financial support through other means. For this reason, the continuation of a program(s) after the first twelve months is contingent upon the applicant's ability to demonstrate the existence of a future financial plan.

Maximum Obligation

In accordance with federal Challenge program guidelines, the sum of the amount associated with each Challenge activity cannot exceed ten percent (10%) of the Commonwealth's total Formula Grant award for that year. For this reason, there is a maximum obligation of \$140,300 per Challenge Activity. If applying for more than one Challenge Activity, total federal funding request may not exceed \$169,000. There is no match required.

Components and Evaluation Criteria of the Challenge Activities Program Application

A plan to reduce juvenile crime and overrepresentation of minorities within the juvenile justice system must address the purpose area(s) chosen and the following components must be completed:

1. Program Description (two page limit) - 26 Points

- Describe the procedures to be performed. These activities will vary depending on the Challenge Activity/Activities the program will focus on. For example, if the program is focusing on Challenge Activity I, please describe exactly what events will occur when aftercare services, such as vocational training or substance abuse counseling.
- State the anticipated number of juveniles to be served by the program. Although the program does not have to limit its services to only minority juveniles, it must be kept in mind that the purpose of the program is to reduce the number of minority juveniles within the juvenile justice system.
- Describe how the program will work in collaboration with other agencies to help engage juveniles into the program. For example, if the program offers alternatives to school exclusion (Challenge Activity H), state how the school system will become involved with the program and how a decision will be made between the program and the school as to which students are selected for program participation.
- Include information that illustrates community support for your program. For example, perhaps specific individuals from the community can be named as potential members of a community-based committee that will be responsible for overseeing the reduction of DMC within the targeted area. In addition, letters of support from key members of the community could accompany the applications in order to demonstrate community involvement and readiness.

The number and type of staff to be supported with requested funds.

Analysis/Justification

Please include statistical information that justifies the need for this type of program within the targeted area. This information can pertain to any risk factors that might be and child abuse.

If there is difficulty in obtaining this statistical information, one recommendation would evaluation. These institutions contain individuals who are experts in collecting and analyzing this sort of data. In addition, this type of service is often provided at no cost.

Goals/Objectives

Goals – Goals should state, in general terms, what you hope to accomplish with the grant. In stating these goals, be careful to describe the desired end and not the means to an end. That is, goals should represent the intended results of your initiative and not the activities that will be implemented to achieve those results.

Objectives (related to goals) - Identify the specific operational objectives associated with the goals of the proposed program. These objectives should include measurable results related to the overall goals. Please state the objectives in concrete terms. Specify who and what will change, by how much, and over what period of time. The more specific the objectives are, the easier it will be to determine if the program is achieving them.

4. Implementation Plan and Timeline (2 page limit) - 10 Points

This section should provide a detailed description of the basic project operations. For each objective, please provide the following information:

- ☐ A detailed description of the activities to be carried out;
- ☐ Identification of project personnel involved and their duties; and
- ☐ A description of how long it will take to complete each activity with specific start and end dates.

5. Evaluation (1 page limit) – 12 Points

List the criteria and methods by which the success of the program will be assessed and timetable for the evaluation. The selected site(s) will be required to submit quarterly progress reports that assess the overall impact of their project. Please be advised that if you are having difficulty with this particular area, technical assistance can be provided through EOPS. In addition, as mentioned above, you could also request the assistance of local colleges and universities in creating an effective evaluation process.

6. Budget Narrative (1 page limit) and Budget Formulation Worksheet – 15 Points

The budget items must correspond to the activities in the narrative. All funds must be expended within the activity areas. If applying for more than one Challenge Activity, a separate Budget Narrative and Formulation Worksheet must be submitted for each.

7. Certifications Regarding Lobbying, Debarment, Suspension, Other Responsibility Matters and Drug-Free Workplace (See Attached Form) – 5 Points

The certification must be signed by an authorized official and attached to the grant application.

Applicants will receive a maximum of 100 points. The maximum number of points for each section is listed above.

Grantee Responsibilities

Program funding will be contingent upon the awardee's compliance with subgrant conditions and the following:

- ❑ The satisfactory and timely completion of quarterly reports, which are due to the EOPS Programs Division no later than fifteen (15) days after the end of each quarter. The report forms will be provided to grantees at the time of the award announcements. These reports are designed to measure progress in meeting goals, objectives, and the expenditure of funds. **It is imperative that quarterly reports be submitted on or before the specified due dates. Grantees will not receive payment for expenses until the EOPS Programs Division has received all reports. Please note that all reports must be fully completed before the applicant will be reimbursed for expenditures.**
- ❑ Your cooperation with EOPS Programs Division staff in their conducting of monitoring site visits and surveys. These surveys will be designed to evaluate the progress of your Challenge Activity programs and enable the EOPS Programs Division to learn about successful endeavors.

Project Period

July 1, 2001-June 30, 2002

Juvenile Justice Advisory Committee (JJAC)

The JJAC's DMC Subcommittee meets on a quarterly basis and will be responsible for the funding and monitoring of this pilot program under Challenge Activities C, H and I. The DMC Subcommittee will report to the full JJAC at each scheduled JJAC meeting. The Subcommittee will review proposals and make funding recommendations to the full JJAC. EOPS and the full JJAC will make the final decision, based on the Subcommittee's recommendations, for awarding the Challenge grant funds.

Application Deadline and Submission Requirements

Applications must be submitted using the format set forth within this grant application packet. Please note that the signed Certifications Regarding Lobbying, Debarment, Suspension, Other Responsibility Matters, and Drug-Free Workplace must be attached to your grant application. **An Original and two copies of the application must be received no later than 5:00 PM on Friday, March 9, 2001. (POSTMARKS WILL NOT BE ACCEPTED)** Final funding decisions will be made by May 1, 2001.

Potential applicants must also submit a non-binding Notice of Intent (NOI) no later than February 23, 2001. Please see attached NOI.

All applications and Notices of Intent must be mailed or hand delivered (No faxed or E-mailed applications will be accepted. Notices of Intent may be faxed.) to:

Executive Office of Public Safety Programs Division
One Ashburton Place, Suite 2110
Boston, MA 02108
Attention: Amy Dickert, Juvenile Justice Program Coordinator

Questions?

Please contact:

Amy Dickert, Juvenile Justice Program Coordinator
Phone: 617-727-6300 x25337
E-mail: amy.dickert@eps.state.ma.us

**Executive Office of Public Safety
Challenge Grant/DMC Pilot Program**

1. Applicant: _____

Address: _____

2. Implementing Agency: _____

3. Financial Officer: Name: _____

Address: _____

Telephone: _____ Fax: _____

4. Grant Period: July 1, 2001 through June 30, 2002

5. Project Director: Name: _____

Title: _____

Address: _____

Telephone: _____ Fax: _____

e-mail: _____

6. Challenge Activity(ies) Addressed C H I (Circle all that apply)

7. Federal award amount requested for Each Challenge Activity:

(Not to exceed \$140,300 per activity)

<i>Challenge Activity</i>	<i>Amount Requested</i>
Activity C	
Activity H	
Activity I	
<i>Total Amount Requested (not to exceed \$169,000 if more than one Challenge activity)</i>	

1. Program Description
(two pages)

**2. Justification
(two pages)**

3. Goals and Objectives

Goal #1:

Objective #1:

Objective #2:

Objective #3:

Goal #2:

Objective #1:

Objective #2:

Objective #3:

Goals and Objectives, Continued

Goal #3:

Objective #1:

Objective #2:

Objective #3:

4. Implementation Plan and Timeline
(two pages)

5. Evaluation Plan
(one page)

**6. Budget Narrative for Each Challenge Activity
(one page)**

Budget Formulation Worksheet for Each Challenge Activity

CATEGORY	FEDERAL	MATCH	TOTAL
Personnel			
Fringe			
Contract Services			
Travel			
Office & Administrative Expenses			
Equipment			
Indirect Costs			
Other Expenses			
Total Expenditures			

- Please provide budget narrative and breakdown for each line item above.

**Notice of Intent to Apply for Funds
(non-binding)**

This is to notify the Executive Office of Public Safety Programs Division of the intent of the applicant **(according to Challenge program guidelines, public and private agencies may apply)** named below to develop a proposal to the Request for Response under the program area entitled:

CHALLENGE GRANT: DISPROPORTIONATE MINORITY CONFINEMENT

It is understood that this Notice of Intent does not bind either party, but simply informs EOPS Programs Division of the potential applicant's intent to apply for Challenge Grant funds.

Applicant (public or private agency) : _____

Implementing Agency (if known): _____

Contact Person: _____

Position: _____

Address: _____

Telephone: _____

E-mail : _____

This notice is due no later than Friday, **February 23, 2001**, at 5:00 p.m. **(postmark not acceptable).**

Mail, FAX, or deliver to:

Amy Dickert
Juvenile Justice Program Coordinator
Executive Office of Public Safety
Programs Division
One Ashburton Place, Suite, 2110
Boston, MA 02108
FAX#: (617) 727-5356

